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ABSTRACT

One of the primary aims of the Spanish educational system is to provide training for productive work within the regular educational system. The educational system in Spain is designed to make a basic general education accessible to everyone. Other goals of the system include the provision of professional training as a means of initial preparation for work, continuation of training on the job, and adequate educational and professional counseling. At more advanced levels, the system is intended to answer the need for lifelong education, general training, and vocational readaptation. Labor policy, both public and private, is aimed at providing education for employment and at attempting to adapt the plans and projects of the educational system to those of private industry. Especially of late, numerous joint activities have been undertaken by the public and private sectors to train and readapt individuals to their jobs. Considering current and probable technological and economic developments, the relationship between education and employment in Spain is not likely to be easy in the coming years, and the outcome will depend, to a great extent, on the effects of the integration of Spain with the European community and other geographic and economic regions with whom Spain has close ties. (MN)

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THE RELATIONSHIP BETWEEN EDUCATION AND EMPLOYMENT IN SPAIN

by J.T. Artigas

U.S. DEPARTMENT OF EDUCATION
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FOREWORD

Unesco's Division of Educational Policy and Planning reproduces selected technical papers in the present "Reports, Studies" working series with the aim to disseminate information and ideas on current issues of interest to educational policy-makers, planners, administrators and school architects. Papers are distributed on request to Unesco programme specialists and to interested technical personnel in governmental and private institutions.

Most of the papers in the series were originally prepared for one of the Division's study projects, meetings or conferences, and have been selected because of their topical interest. The opinions expressed in the papers are those of the author and do not necessarily represent the views or policies of Unesco. The reader should also bear in mind that many of the papers are working documents, unedited and are not intended for public distribution. Thus, linguistic deficiencies are evident in some papers, due to the fact that the author has written in a language other than his or her mother tongue.

The series includes two general types of papers: (i) those focusing on the education system or some educational problems in a particular country (numbered C.1, C.2, etc.) and (ii) those treating a subject with a broader or indefinite geographical context (numbered S.1, S.2, etc.). The current list of titles, which contains an index by country and by general subject, may be obtained from the address at the bottom of this page. Comments on the series and on particular papers are most welcome.

AVANT PROPOS

La Division des politiques et de la planification de l'éducation de l'Unesco reproduit certains documents techniques dans la série "Rapports et Etudes" afin de diffuser des informations et des idées relatives aux problèmes courants auxquels doivent faire face les décideurs, les planificateurs et les administrateurs de l'éducation ainsi que les architectes scolaires. Ces documents sont distribués sur demande aux spécialistes de l'Unesco et aux cadres techniques intéressés d'institutions gouvernementales et privées.

La plupart des documents de cette série ont été à l'origine préparés pour des programmes d'études de la division, des réunions ou des conférences et ont été sélectionnés en fonction de l'actualité du sujet traité. Les idées exprimées sont celles des auteurs et ne reflètent pas nécessairement les vues et politiques de l'Unesco. Les lecteurs doivent également tenir compte du fait qu'il s'agit souvent de documents de travail inédits qui ne sont pas destinés au public. De plus, certains auteurs ont rédigé leur document dans une langue qui n'est pas la leur, ce qui explique quelques faiblesses linguistiques.

Cette série se divise en deux catégories de documents : (1) ceux qui ont trait au système éducatif, ou à un aspect particulier de l'éducation dans un pays donné (numérotés C.1, C.2, etc.) et (2) ceux qui traitent d'un sujet dans un contexte géographique plus large ou non défini (numérotés S.1, S.2, etc.). La liste actualisée des titres, qui contient un index par pays et par sujets, peut être obtenue à l'adresse ci-dessous. Tout commentaire éventuel sur cette série et sur chacun des documents serait apprécié.

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I. EDUCATION POLICY IN RELATION TO PRODUCTIVE WORK AND EMPLOYMENT

1. Structure of the Spanish education system

The present Spanish education system is based on the General Education Act of 1970 and is basically comprised of three different levels, denominated General Basic Education (GBE), Unified and Polyvalent Secondary Education (UPS) and University Education, respectively, plus a similar number of levels of Professional Training (table 1).

Elementary education is preceded by Preschool Education, which is not mandatory, for children aged 2-3 (Nursery School) and 4-5 (Kindergarten).

General Basic Education (GBE), which is mandatory, begins at age 6 and consists of eight grades which are divided into two phases: the first of five years and the second of three. Upon successful completion of GBE, a certificate of "Elementary Graduate" is awarded, which gives the student the option of continuing his studies at the secondary level or going into the first level of Professional Training (PT1). If the student does not receive a satisfactory final evaluation in GBE, there is only one course open to him: he must enter the first level of Professional Training, which is also mandatory by law if he does not study anything else. Therefore, the first level of Professional Training lasting two years, the law brings the total period of mandatory education to ten years.

Unified and Polyvalent Secondary Education (UPS) is comprised of three grades, for the theoretic ages of 14-16. Whoever completes these studies is faced with a choice between two educational alternatives: the University Orientation Course (UOC) - which is the standard route of access to university - or the Second Level of Professional Training (PT2).

So, according to the normal theoretical hypothesis, the student who has successfully completed his regular secondary and UOC studies will find himself on the threshold of university by the time he is 18 years old. Alternatively, if upon completion of secondary education he has chosen to enter the Second Level of Professional Training, he will be 19 years old when he finishes and will have the following courses of action open to him:

a) Practice the profession in which he specialized in PT2;

b) Take the University Orientation Course. This would allow him to carry on his studies in any university field;

c) Increase his skills in his chosen profession in the Third Level of Professional Training (PT3).

As far as university education is concerned, there are two types of education involved. The first contains a monocyclic three-year curriculum which prepares a student to exercise a profession and which is given in Professional Colleges. This would include, for instance, Elementary Teaching, Technical Engineering, Technical Architecture, Management Training, Nursing Colleges, etc.

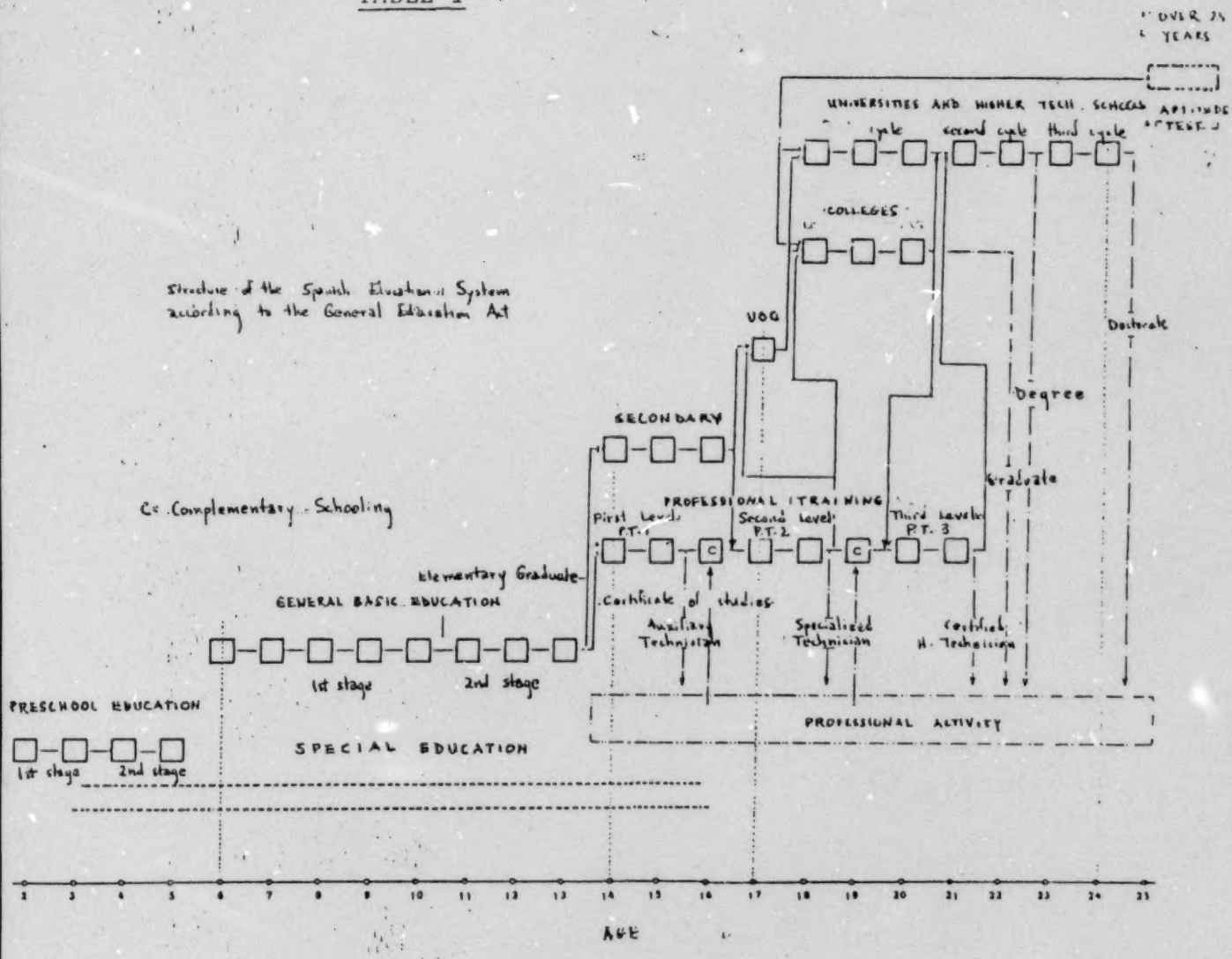
The second type within university education contains the curricula of major fields of study which are taught in University Schools and Technical Schools, and which are required by law to consist of three successive cycles:

a) A three-year basic cycle upon completion of which the General Education Act provides for graduation into the second university cycle or into the Third Level of Professional Training. Once the student has passed this basic cycle he may obtain a University Diploma (not yet enacted).

b) The specialization cycle, which lasts two or three years, upon completion of which the student may receive a graduate, engineering or architectural degree.

c) The two-year doctoral cycle, accompanied by the submission of a thesis, which will qualify the student

TABLE 1



Structure of the Spanish Education System according to the General Education Act

Ce Complementary Schooling

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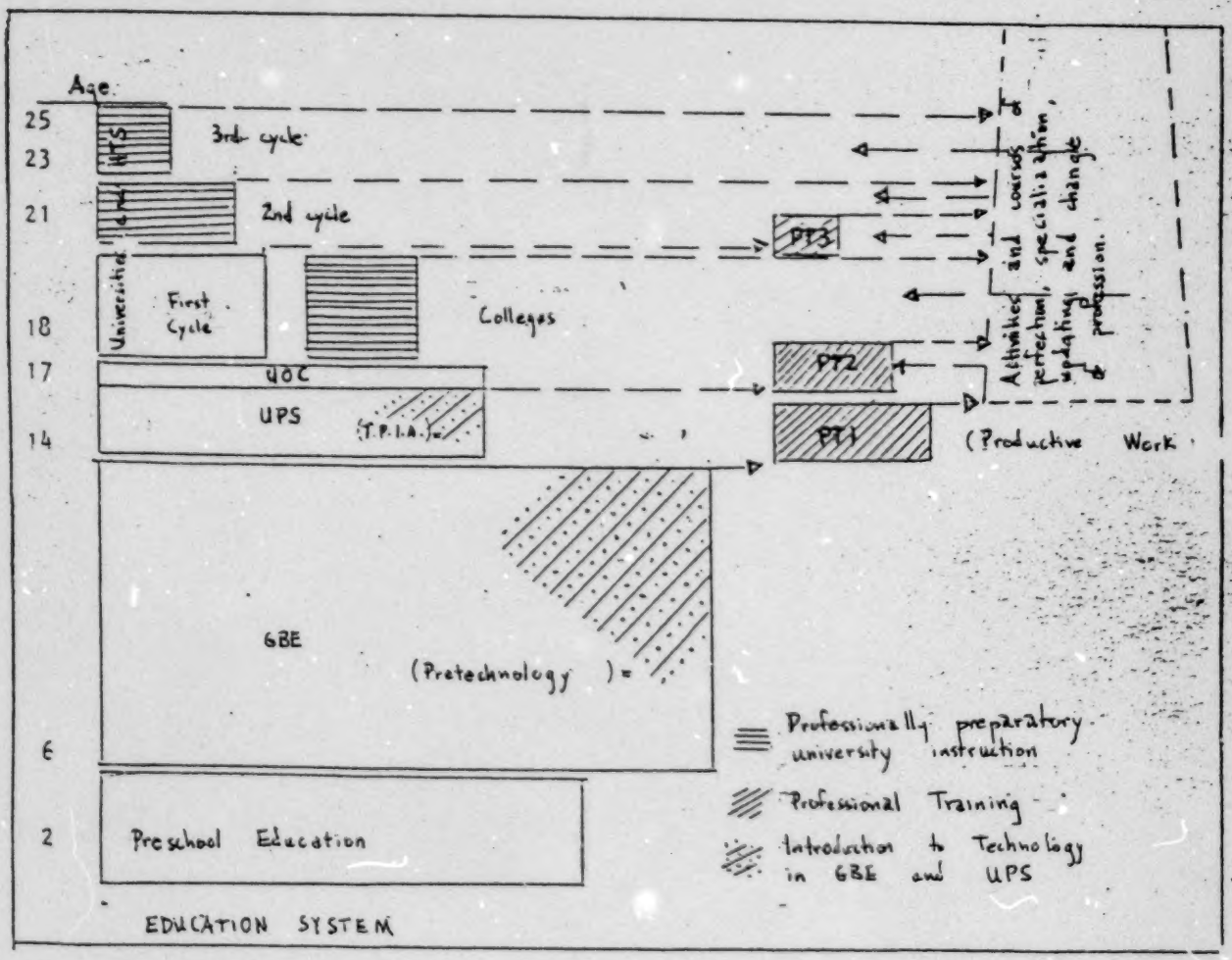
TABLE 2

Education System and Job Preparation ...



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for a Doctor's degree and at the same time afford him access to studies for research and university professorship.

Professional Training is at present organized into sequences, despite the fact that each level provides a specific job qualification. The First and Second Levels in particular, which are those actually implemented, have become in a sense a "parallel" course to the "general" education taught in secondary schools, though the two are not isolated from each other, but rather are closely connected.

The General Education Act attempted to improve the situation as far as professional training was concerned, where traditionally the number of university graduates compared to second level professional and technical graduates was extremely disproportionate, while at the same time the labour force was lacking in basic education and had very little or no professional skills at all.

Thus, the Act introduced more opportunities for acquiring technical skills at the beginning and intermediate levels, structuring the education system in such a way that it could respond to the changing needs for job skills, by spacing itself into successive stages of training.

Table 2 gives a graphic illustration of the position within the total education system of each of the successive degrees of preparation with their distinct goals.

2. Preparation for productive work within the regular education system

2.1. Aims and expectations

The goals of the system, as far as the particular subject we are dealing with is concerned, are as follows:

1) The "educational minimum" consisting of the phase or level corresponding to General Basic Education should be an effective reality for the entire population in order to ensure an essential cultural basis.

2) The possibility to continue or resume left-off studies at the higher education level should be easily available to everyone with equal opportunity.

3) The effective application of "continuous evaluation" criteria which in themselves are designed to encourage equal opportunities without detriment to the requirement for constant improvement in the quality of teaching.

4) The status of Professional Training as a supplement to the different levels of education, which would function as "cultural platforms", a means of acquiring initial preparation for work, in which case the work would represent an alternative to continuing education.

5) The continuation of training on the job, as a complement to that which is obtained at a given level of Professional Training. This should act as a positive element in encouraging the constant development of individual potential, because working should be decisive in providing both new educational opportunities and a higher degree of professional skill.

6) Adequate educational and professional counselling, designed as "a continuing service throughout the entire education system" to cater to the students' ability, aptitude and vocation, and to aid them in making a rational and responsible choice (GEA, article 9.4).

With these goals in mind, the initial training has been set up, to prepare a student to practice a profession through the different levels of qualification, which are not designed to directly enable him to exercise a professional activity, but rather each of these educational phases would upon completion require a correlative degree of professional training. The goal of the education provided by universities and the second and third cycles of higher technical schools is in itself "professionalizing".

Their fundamental purposes are as follows:

a) To ensure the unity of the education process and to meet the demands of lifelong education.

b) To provide a sturdy general training and to provide for the needs derived from the job structure.

c) To respond to a criterium of unity and interrelationship which allows for necessary vocational readaptation, offering opportunities to resume studies to those who wish to pick up where they left off.

2.2. Preparation for work at the basic elementary level

The goals and methods of Preschool Education are very important in making possible an adequate subsequent development of the relationship between education and work.

General Basic Education (GBE) is actually the fundamental nucleus of the present Spanish education system. It is noteworthy at this point that today in Spain there is a total schooling capacity in GBE for the corresponding ages, i.e., a sufficient overall supply of school openings to cover all the school-age children. The objectives of General Basic Education include "preparation for practical activities", to ease the students' possible later transition to the First Level of Professional Training. With this in mind, the second phase of GBE includes a course in "pretechnological instruction".

Pretechnological instruction was designed for the purpose of offering in the second phase of GBE certain practical activities which would

help students to acquire useful skills and assimilate the relationship between the physical, mechanical and mathematical realms, which can act as an introduction to technology and form the basis for the students' subsequent professional training; therefore, a great deal of emphasis should be placed on the observation and counselling of the students.

"Pretechnological instruction" has been well received by the teaching staff and satisfactorily established in GBE institutions, and it can be regarded as a very worthwhile step toward knowledge of the professional world.

The objectives of this subject are to program "a technical/manual instruction with practical applications and an introduction to the technical/artistic field which would open the way to certain applied tasks of great interest".

Three years after the pedagogical concepts for GBE were established in Spain, the Unesco passed in 1974 its "revised recommendation for technical/professional instruction", which closely analyzes the subject of this "introduction to technology" as an integral part of General Basic Education with criteria largely similar to those which inspired the "Pretechnological Instruction" program in the Spanish system.

Following the General Basic Education level, the First Level of Professional Training (PT1) completes what we could call the "first stage of training". This first level is designed to provide, on the basis of the knowledge acquired in GBE, an initial preparation for work - not a specialized training, but rather one which is sufficiently broad-scoped to ensure at the same time the acquisition of certain professional skills and the continuation of the student's "overall preparation".

The curriculum now in effect includes, in addition to subjects relating to the applied sciences and technical and practical skills, a "Common Formative Ground" for all professions. The programs for the different professions in the first level have all been set up on the basis of two complete academic years, with the hope of providing for a possible simultaneity of studies and

professional practice. The distribution of electives in each year for the different fields of the first level is as follows: Common Ground Subjects - 360 hours; Applied Sciences - 180 hours; Technical and Practical Skills - 540 hours.

In addition to various experimental programs in specific institutions, there are at present 54 professions with their corresponding programs included in a broad sense in PT1, and in each, after successful completion of the two years, a certificate of "Auxiliary Technician" is awarded, which to a certain extent contradicts the stated purpose of providing a more or less polyvalent preparation in the first level, and this is so even in spite of the "Common Formative Ground" of all of these professions.

2.3. Preparation for work at the secondary level: Unified Polyvalent Secondary Education (UPS) and Second Level Professional Training (PT2)

The established secondary education system is "unified" and "polyvalent" in nature and attempts to expand the "human" preparation of the pupils, "intensifying it as far necessary in order to prepare them for and guide them toward access to higher studies or PT2 and to active participation within the heart of society". The law provides that at this level, the activities should be organized to "show the pupil the significance and the worthiness of work and to give him vocational counselling" and, unquestionably, the success of pedagogy at the UPS level will be a decisive factor in the future preparation of good professionals.

The secondary curriculum now in effect is comprised of a series of common subjects, other optional ones, and some "technical/professional instruction and activities" (T.P.I.A.) from which the student must take one class of his choice, which "should help to supplement his education by enabling him to establish a relationship between the knowledge and training provided by the study of the different subjects, and the real working world with all its activities".

The technical/professional instruction and activities,

given in the 2nd and 3rd years of secondary schooling, thus play a rôle - at a higher level - somewhat analogous to that of the so-called "Pretechnological Instruction" in GBE. At this point it should be recalled what the Unesco recommendation of 1974 stated, as set out above, which agrees with the established structure in Spain.

T.P.I.A. are assigned an elective timetable of two hours a week during the second year of UPS and two more the following year. The secondary institutions must in turn offer at least two hours of the different officially designated specializations. The importance of the rôle of these T.P.I.A. in achieving the goals set for the new secondary system is generally recognized: specifically, to familiarize the pupils with matters pertaining to the application of science and technology, to organize their practical experience in relation to the world in which they will later exercise a professional activity, and to suggest vocations or uncover abilities which can be immediately channelled into a specialized field in PT2.

The Second Level of Professional Training (PT2) completes what we might call the second stage of preparation, inasmuch as it is available for taking optionally upon completion of secondary schooling. It can also provide an opportunity for technical specialization for those who chose to go directly into PT1.

Some of the programs of the different specializations in PT2 last two academic years, are preceded by an "entrance course", and are denominated "general program" because they are considered to be essentially typical of all the second level. Others, which are at present the majority, are programs set up on a three-year basis, without a previous entrance course, and are called "professionally oriented specialized instruction". In fact, in 1979/80, only 4,123 pupils took specialization courses in the "general program", while 136,318 had registered for "specialized instruction".

The predominance of three-year programs at the second level is also a reflection of the implicit desire to provide above

all, a continuity of education in PT2 to PT1 graduates, instead of it being, as was originally planned, a program of intermediate-level professional training for secondary graduates.

The curriculum is organized "into successive stages of learning and professional perfection", each of which is comprised of a "basic training field" and a "knowledge broadening field". Each stage, which may involve one or more academic years or a fraction of one, is designed to complete the student's knowledge and practical exercise of his profession and to teach him new techniques of expanding his skills and perfecting "the ones he has already acquired in the First Level of Professional Training".

In 1979/80, more than 140,000 students are enrolled in the different specializations of PT2 in its two curricula.

Table 3 shows the growth of Professional Training from 1970 to 1979 with the progressive introduction of the 1970 curriculum and phasing out of the 1955 one.

TABLE 3

DEVELOPMENT OF PROFESSIONAL TRAINING

Academic Yr	Institutions	Teachers	Students
1970/71	487	11,396	151,760
1971/72	571	12,554	159,005
1972/73	684	13,811	178,151
1973/74	1,002	17,149	204,749
1974/75	1,156	22,224	233,915
1975/76	1,631	27,743	305,254
1976/77	1,867	27,628	359,044
1977/78	1,878	28,075	407,812
1978/79	1,971	30,762	445,943
1979/80	2,037	33,583	515,119

Source: National Institute of Statistics.
Author's compilation.

2.4. Preparation for work in higher education

Higher education covers a variety of studies whose purposes, according to the General Education Act, include: "To complete the wholistic training of our youth, to prepare the professionals the country needs, and to provide for their improvement through the practice of these professions", as well as "to train scientists and educators".

Over the last 15 years lengthy studies have been carried out on the problems of training university professionals in Spain, with regard to the demand and needs of qualified personnel. These include the one published in 1967 by the OECD, "The Education, Training and Functions of Technicians: Spain", as well as the paper on Spain published in 1971, also by the OECD, for the Venice Conference. Along these lines, it is worthy of mention that under the so-called "Mediterranean Regional Project" a study was made by Spain, as far back as 1962 (in collaboration with the OECD), on "The Needs of Education and Economic Development in Spain", with provisions for 1970; this study was reviewed in detail by J. Vaizey in his "Political Economics of Education".

Nowadays, after having observed the developments of the General Education Act in higher education, and on the eve of debate on the University Autonomy Bill, it has become apparent that the "first basic cycle" concept within the scheme of the traditional long careers has not caught on; it should have helped to expand as far as necessary the higher level short careers - which are the majority of those studied in colleges - and on behalf of which the GEA had provided for the establishment of third level professional training courses in addition to the first cycle.

One of the purposes of these courses was to reduce the high rate of drop-outs throughout university education, making accelerated training in the appropriate professions possible, once the first basic cycle had been completed, providing for the training of specialized technicians in the first university cycle.

Since this third level of PT has not been established in

practice, the only level of university professionalization, previous to the one reached on completing five or more years of study at university or higher technical schools is the one provided by the so-called "short careers" in the colleges.

Under these circumstances, Spanish universities find themselves faced with the need for a detailed reexamination of their bases, organization and functions in a context of ample autonomy. One of the crucial points of this reexamination is doubtless the university's rôle in the preparation of professionals at the higher level in their lifelong education, while unemployment at the same time engulfs new graduates and society puzzles about the gap between the high cost of the massive preparation of university students and the actual needs of high level specialized technicians.

2.5. Preparation for work in lifelong education: educational and labour standards

Lifelong education is the essential complement to professional training. In the Spanish system, two basic standards join together to regulate this issue: the General Education Act of 1970 and the Labour Relations Act of 1976.

Educational Standards

The General Education Act refers to lifelong education in the chapter ---------- headed "Adult Lifelong Education" which covers on one hand, the "second chance" studies, which are to be made available to people who during the regular school-age years were unable to complete general basic education, secondary education or professional training.

Within this context and for the purpose of promoting compatibility between education and work, the oldest system (previous to the GEA) is the "night school" one, i.e., classes which are set up especially to cater to a student body which has a daytime work commitment.

The system of correspondence courses is even more important, as it is the most suitable means of "making further education

available to those who are unable to attend ordinary institutions on a regular basis", although the same is valid for night classes and classes held other than school days.

On the other hand, under the same heading of "Adult Lifelong Education" the Act establishes a loose framework which attempts to lend consistency and system to the different activities related to "professional improvement, promotion, updating and conversion". It even makes a special reference to the mission of universities in this respect, "within their function of providing lifelong education", pointing out that they "should set up improvement courses on their own or cooperatively with professional institutes and schools".

The Educational Science Institutes (E.S.I.) have arisen from this concept, established according to the GEA, forming part of every university, they provide teacher training to the university graduates entering the field of teaching in every level of qualification, to practicing teachers, and to administrative officers.

By including these references in its text, the General Education Act has taken a major step - as far as regulation goes - in the direction of application of the lifelong education principles, above all by establishing that this variety of educational activities (subsequent to receipt of an academic and professional degree, and aimed at the improvement, specialization, updating, etc. of professionals with different degrees of qualification) are in themselves definitely significant within the education system and singularly valuable to education policy, and not only to labour policy.

Thus, the post-graduate schools which provide better and more adequate professionalization should receive their due recognition. A sample of such institutions would be: Industrial Management School, Documentalists' School, Judicial School, Statisticians' School, Diplomats' School, etc., and the numerous professional schools which form part of the medical schools and which provide training in the medical specialties (pediatrics, cardiology, oncology, orthopaedics, etc.).

The problem is to determine in each case what, in educational terms, is meant by "lifelong education activities"; and moreover, what the practical experience and a professional "curriculum vitae" represent to the promotion of education among the working population.

Certain concrete examples can already be advancedalong these lines. For instance, a worker over 18 years of age with one year's work experience can now take official tests to obtain an Auxiliary Tecnician's degree (PT1) without completing the regular courses this would involve. This same opportunity is planned to be offered to workers over 19 who already hold an Auxiliary Technician's degree and who have two years' work experience to their record, in order to obtain a Specialized Technician's degree (PT2).

Taking this one step further, housewives will also be admitted to the test for a PT1 degree, their home chores to be considered as comparable to an outside job.

On the other hand, the General Education Act got a headstart on what was eventually to be included in the provisions of the Labour Relations Act, by adding a provision to facilitate the cultural and professional promotion of active workers: firms must allow "their personnel on duty to attend improvement, qualification and updating courses which are offered by educational institutions".

It is noteworthy that the General Education Act itself makes express mention of the special responsibility of the Ministry of Labour with regard to "the functional preparation and readaptation of workers, derived from the immediate demands of the employment policies and social promotion". It also mentions the Ministry of Agriculture for its contribution in the field of "agrarian development".

2.6. Education for work outside the education system

There are also professional training centers which, while they do not form part of the education system, come under the jurisdiction of the Ministry of Education as far as curricula, financing and educational counselling policies are concerned, and yet others which answer to different ministry departments and to private initiative.

Some of these centers have a long, historical tradition and firm academic prestige; they can be classified very loosely into three broad categories: artistic education, professional training and professional schools.

2.6.1. Artistic Education Centers

These studies, which are a deeply-rooted tradition in Spain, form a completely distinct type of education from the rest. "Art has not only a spiritual value, as a producer of goods to satisfy the needs of the spirit, but it also has an undeniable economic motivation".

There are various types of centers devoted to artistic education: (a) Schools of Applied Arts and Artistic Occupations, (b) Music Conservatories, (c) Schools of Dramatic Arts and Dance.

a) In the Schools of Applied Arts and Artistic Occupations, which have been in existence since 1871, the instruction given is designed to prepare for active participation in handicraft work; the new professional training centers stemmed from this root and eventually branched off on their own. At present, the students, who can enrol after completing GBE, take complete courses or subjects and shops adapted to their vocation, needs or available time, to learn artistic techniques and occupations. The enrolment approaches 40,000. Both the schools and the artisan factories can set up accelerated courses of artistic training, especially in applied arts, newly created ones or with new provisions or needs. The ceramic schools have four courses plus one of specialization; the rest divide the five courses into two periods.

b) Music Conservatories and Schools of Dramatic Arts and Dance. The former have three levels: elementary, intermediate and advanced. School-age pupils must show proof that they also attend GBE or UPS, as the case may be, at the same time. After 12 years of study they receive the advanced degree which qualifies them for teaching or practicing the musical profession. These courses in their different levels are taken by some 125,000 students.

The Royal School of Dramatic Arts, which forms part of the university, is comprised of three courses and a fourth one for improving the skills learned in the previous. The dance section is divided into seven courses.

2.6.2. Professional Training Centers

There are professional training courses, independent from the education system, whose standards and structuring are based on work/study situations, without actual classroom instruction, which allows for a more flexible and dynamic sense of lifelong education.

a) The Agrarian Qualification Schools, whose purpose is to provide "an industrial background for future farmers, by encouraging their active participation in the solving of problems involved in farm management...". They promote and organize the development of practical tasks performed by rural youth on their parents' farms or on others which are provided for this purpose throughout the production cycle.

The prerequisites for enrolment in one of these schools are a minimum age of 16 years and the passing of a preliminary cultural examination; the training consists of a minimum of 1,000 hours of industrial activities which take place during a farm production cycle: agriculture, aviculture, wine-growing, forestation, cattle-ranching, agromechanics, etc.

b) Maritime/Fishing Polytechnical Institutes and Nautical Schools

The specific purpose of the former is to provide professional training and preparation for the three branches of sea work: command posts, specialists, and other professionals. The purpose of the latter is to train "the crew-members for fishing boats and transport fleets". The instruction is divided into two phases, which provide a specialty in bridge, engine-room or radioelectronics; graduation from UOC is a prerequisite to enrolment.

2.6.3. Professional schools

These are centers which prepare the student to perform a productive job in the labour market which is adapted to the widest variety of needs and circumstances. The entrance requirements vary a great deal; some institutions require no previous academic diploma and others require an intermediate-level education certificate. A sampling of such centers are: the National Institute of Physical Education and Sports, Official Schools of Tourism, Languages, Social Work, Occupational Therapy, Home Economics, Gem Sciences, Intermediate Managerial Posts, Childcare, etc.

II. LABOUR POLICY IN RELATION TO EDUCATION

1. Employment and training

The necessary coordination between the realms of labour and education and the relationship between employment and training is one of the most pressing issues in the modernday world. To study access to the job market in Spain would require an analysis of the categories of occupations whose practice requires the prior acquisition of a certain level of education and which conditions labour policy with regard to employment.

These categories of jobs can be thus classified:

a) occupations which require a certain amount of knowledge and professional information that can only be acquired through university education. Private industry has generally conditioned access to jobs by these university graduates, so that it has become necessary to establish prior training periods, both from a private and a public standpoint. At present, the National Employment Institute (NEI), an agency which is a branch of the Ministry of Labour, has been providing such training for higher education graduates in different fields of engineering;

b) occupations which require a degree of professional training acquired within the education system. Their training appears to be better adapted to the work requirements of private firms. Nevertheless, for the last few decades, in answer to the rapid changes which have taken place, appropriate instruction has been offered outside of the education system, such as in the accelerated professional training courses and the ones set up in the Workers' Professional Promotion program, which is now under the auspices of the NEI, replacing and supplementing the standard courses given in the education system.

Labour policy, both public and private, is aimed at achieving adequacy between the education-employment relationship, attempting to adapt the plans and projects of the education system to those of private industry, and this is apparent by the manner in which educators teach the material and in the way legal provisions issued by public agencies contain the doctrine by which a person is brought closer to his future occupation.

For the last few years, and especially of late, a number of joint actions have been taken by public agencies and private industry, for the main purpose of training and, specifically, adapting the individual to his job.

2. Legal provisions from the field of labour involving education

Many legal provisions have devoted special attention to education from the time the Professional Training Statute of 1928 was passed until the Workers' Statute came into effect on the 10th of March, 1980.

In the context of private industry, the firms are governed by an internal system of rules, whose objective is to make the mandatory labour standard in effect adequate for the particular characteristics of a firm. These rules always make mention of "individual professional training or in cooperation with organizations devoted to this purpose".

Within the field of action of public agencies, the legal/ labour life of workers and firms is governed by: a) work regulations: sets of rules for a specific field of activity (Banking, Metallurgy), which in their specification of rights and mandatory obligations include directions for access to the job and for promotion in it. Some of these are called labour ordinances; b) collective work agreements: rules established between groups, labour unions and employers to control the working conditions in one line of production or in one firm. All contain the two stands necessary to encourage training activities for the purpose of raising the degree of culture and improving the professional, both within the firm itself and outside it.

The rules have gradually been confirmed by organizational orders issued from public offices which have eventually evolved into the presentday Workers' Statute. The organizational orders have been: the Employment Act, the Spanish Act and more recently, the Constitution in 1978. In all of these, training is recognized as one of the workers' rights and as necessary for the performance of normal activity on the job.

From the labour standpoint we might point out that the following Acts refer in a general sense to job training: Labour Employment in 1943 and its By-Law in 1954; Labour contract in 1944; Union Collective Agreements in 1958 and its By-Laws of Internal Regulation in 1961 and Union Rule in 1971; and Labour Relations in 1976.

There are also a set of legal provisions of less impact which broadly cover doctrines about job training from the labour context. The doctrine of these legal provisions has sprung from organizations which merit mention by virtue of their great importance:

a) The Workers' Professional Promotion Program (WPP) which was established in 1964 and now forms part of the NEI, combines the functions of this program along with those of the Employment and Training Activity Service which were assigned to it in 1975;

b) The Working Universities, established in 1955, appear as a system of social promotion in the realm of labour by means of education. Their student bodies are composed of workers and the classes are free. At present they comprise the National Institute of Formative Education which is a branch of the Ministry of Education;

c) the Union Program of Professional Training was created in 1957; its functions, which come under the auspices of the Union Organization attempt to provide permanent education through its cultural education and accelerated professional training programs. These activities now answer to the NEI.

Lastly, on the 10th of March, 1980, the Workers' Statute made its appearance; its articles cover the different doctrines which had been set forth in the previous rules, and articles 11 and 12 are devoted to "Apprenticeship and Training Jobs" and "Professional Promotion and Training", respectively.

These articles authorize "whoever holds a certified academic, professional or working degree, within the two-year period following its award, to be hired for apprenticeship for the purpose of perfecting his skills and bringing them up to the level

of education attained, such apprenticeship not to exceed 12 months altogether". "The person in question will take a position, without guarantee of continuity, in the place of employment where he did his apprenticeship; the apprenticeship period will be subtracted from the trial period, and will be counted as part of his seniority". Similarly, "youth over 16 years of age may be hired, for the purpose of job training, until the age of 18, in a part-time position".

A worker is entitled to: "the necessary leaves of absence to attend examinations, as well as preference in the choice of workshifts, if such is the nature of the firm's working schedule, whenever he is enrolled in a regular course of studies for the purpose of obtaining an academic or professional degree" and "to adaptation of the ordinary work schedule to allow attendance of professional training courses or the opportune leaves of absence for professional improvement without risk of loss of job". All of the above can be worked out in the collective agreements.

3. Youth employment: measures to prevent unemployment

The problems involved in youth employment in Spain are serious, as they are in the rest of the world, although they have worsened in Spain of late and some kind of decisive action on the part of the public authorities is urgently needed to make an opening in the job market for these young adults. When we speak of the youth we are referring to the whole population between the ages of 14 and 24. However, it should be pointed out that mandatory schooling lasts until age 16; it is completely enforced up to the age of 14, but between the ages of 14 and 16 there are still 27% that try to make their way in the working world without finishing the mandatory schooling corresponding to their age group.

Statistics from 1978 show that youth unemployment in Spain reached the level of 606,000 persons, which represents 59.8% of the overall unemployment.

TABLE 4

		%
Jobless between 14 and 19 years	377,000	37.2
Jobless between 20 and 24 years	229,000	22.6
Total unemployed youth	606,000	59.8
TOTAL UNEMPLOYED	1,014,000	100.0

Youth unemployment has been shown to present the following characteristics:

- It is seasonal in nature, coinciding with school holidays, so that the unemployment levels rise in summer and decrease progressively over autumn and winter. One peculiarity of the present situation is the greater amount of time involved in the seasonal reabsorption process of youth labour by the job market.

Although it should logically be of shorter duration than adult unemployment, one of its most serious characteristics at the moment is the constant and increasing number of youths who are unemployed for a period of over a year.

Youth unemployment is aggravated by the fact that employers prefer workers with the shortest record of joblessness, so that the longer it takes them, the more difficult it becomes for them to break into the job market, even if it would mean improvement for the economy.

3.1. Factors which influence youth unemployment

It would appear that the factors involved are demographic, educational and economic ones:

a) Demographic:

The youth population is an important component of the work force. In times of crises, when the production system reduces its

rate of hiring, the first to feel the squeeze are young people, who then find it more difficult to participate in the working world.

It appears unlikely that a revival of the economic situation would automatically bring about a decrease in youth unemployment. This forecast is based on the persistence of underemployment situations, the numerical size of the generations that are joining the job market, and above all, the tendency towards increase in the rate of activity among female youth.

b) Education and counselling:

Despite the fact that in absolute and relative terms the number of educated persons has increased, many of the young people who seek to join the working world do not possess the qualifications required for filling vacant jobs, due to the gap between the education system and the practical and variable demands of the job market.

The lack of a permanent, consistent and efficient information system on professions and job counselling which truly reflects the actual needs of the job market, causes the inequity between the supply and demand of jobs, so that in coexistence with the increasing number of jobless there are still unfilled jobs waiting.

c) Economic:

The incorporation of young people into the working world is closely linked to the availability of jobs in the larger sectors of the economy. In our economic system, the rate of creation of new jobs is incapable of keeping up with the rising demand on the part of available labour, not even in times of economic prosperity, much less in periods of depression when the number of jobs decreases.

During limited hiring periods, employers prefer to take on or keep on adult workers for the following reasons: adults can make up for the gaps in the education system more easily than young people by virtue of their professional experience. The

legal restrictions regarding working conditions for youth: night-time jobs, harmful or dangerous jobs, limited schedules, etc. discourage from hiring them. Young men who quit their job to fulfill their obligations in the military service or young women who quit to marry are another reason. To all this we can add the legislation concerning safety on the job which tends to protect the workers with greater seniority at the expense of the younger ones and the fact that employers seem to follow a rule of "last hired, first fired". The ever-rising minimum wage also contributes to make hiring young, inexperienced and untrained workers uneconomical and, at the same time, encourage a lack of confidence on the part of the employer in the fickle and inexperienced youthfull population whose wage aspirations far outdistance their output, which simply demonstrates the increasing separation between the established system of values and the system of values held by young people.

In short, the short-term cost of hiring young people outweighs the advantages that this might provide for the employers.

3.2. Measures to prevent youth unemployment

a) Legal: The Labour Relations Act of 8th April 1976, conceived two ways of promoting and protecting jobs for the youth: training contracts for those under 18 years of age and apprenticeship contracts for those 18 and older who are simultaneously secondary, technical or university students; these formulas are at present included in the Workers' Statute, articles 11 and 12.

The Royal Decree of 16th December 1977 about the Encouragement of Youth Employment, is aimed at hiring workers between the ages of 16 and 26 and authorizes a number of benefits for employers who hire them: subscription to social security, technical assistance and materials.

b) Training: The initial and permanent training action for youth began in 1965 on the occasion of the establishment of the Workers' Professional Promotion Program (WPP), and were intensified after 1971; training programs were also offered through the Armed Forces, during the mandatory period of military service.

c) Professional and Job Counselling: The General Employment and Social Promotion Administration of the Ministry of Labour has drawn up, on the basis of the recommendations of the I.L.O., a plan for the installation and operation of the corresponding services of professional and job counselling for the period of 1977/78, for the purpose of helping the counselled party to find an adequate job. Since 1976 there have been Job Counselling and Information Centers (J.C.I.C.) which were created by the universities and private industry, for the basic purpose of helping and advising graduates in search of their first job, and employers looking for the most qualified young professionals leaving school.

3.3. Female youth unemployment

In 1978, the level of participation of Spanish women in active work outside home was 28.3%. The rise in unemployment among female youth in recent years is striking, surpassing the male unemployment rate in the under-20 age group. 'Eighty per cent of jobless women are under 25 years of age and 50% are under 20 (169,000). In the over-25 age group, male unemployment surpasses female, due mostly to the fact that women stop working when they marry and have domestic responsibilities.

Table (5) shows the female unemployment figures, compared with male unemployment, during 1976 and 1978.

As it is evident in Table (6), with advancing age the level of female unemployment drops off.

To the structural and circumstancial characteristics of youth unemployment described above, we can add the specifically female ones: a) a lower degree of professional training; b) the

TABLE 5

UNEMPLOYMENT BY LEVEL OF EDUCATION AND SEX.

EDUCATION	1976						1978					
	MALE			FEMALE			MALE			FEMALE		
	Thousands of Persons	Percentage	Rate	Thousands of Persons	Percentage	Rate	Thousands of Persons	Percentage	Rate	Thousands of Persons	Percentage	Rate
Uneducated and illiterate.	114,2	23,9	7,2	12.6	5,8	1,9	138,4	19,4	9,2	21,2	5,7	3,
Primary	260,5	54,4	4,3	105,6	48,4	4,7	380,7	53,4	6,5	153,0	41,3	7,
Intermediate and preparatory.	95,8	20,0	6,4	91,0	41,7	11,1	176,7	24,8	10,4	184.7	49,9	18,
Higher.	8.1	1,7	2,95	9,1	4,2	13,2	17,2	2,4	5,7	11,4	3,1	14,
TOTAL:	478.7	100	5,1	218,3	100	5,7	713,0	100	7,6	370.3	100	9,

SOURCE: National Institute of Statistics. . 1979.

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TABLE 6

UNEMPLOYMENT BY AGE AND SEX

AGES	1976						1978					
	MALE			FEMALE			MALE			FEMALE		
	Thousands of People	Percentage	Rate	Thousands of People	Percentage	Rate	Thousands of People	Percentage	Rate	Thousands of People	Percentage	Rate
14 years	15,0	3,1	28,1	11,9	5,4	31,3	17,0	2,4	37,5	15,1	4,1	45,8
From 15 to 19 years	117,0	24,4	13,4	106,5	48,8	16,1	194,9	27,3	23,7	168,7	45,6	27,1
From 20 to 24 years	78,6	16,4	9,5	50,5	23,1	7,9	136,4	19,1	16,3	107,7	29,1	16,2
From 25 to 29 years	59,2	12,4	6,2	18,5	8,5	5,0	75,1	10,5	8,1	26,6	7,2	7,1

Source: National Institute of Statistics..... 1979

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UNIVERSITY EDUCATION: ENROLMENT 1978/79

			PT2 (GP)	PT2 (SS)	Percentage of Enrolment
	UNIVERSITY (freshman year)		2nd 1.288	3rd 17.102	27%
UOC	165.135		1st 2.488	2nd 39.092	32%
UPS	3rd 223.784	Ent. C.	2.524	1st 56.039	44%
	2nd 269.748	PT1	2nd 132.390		62%
	1st 322.440		1st 194.020		73%
2nd Stage	8th	= 568.701			
	7th	= 658.575			
	6th	= 757.814			
GBE	5th	= 718.195			107%(1)
	4th	= 708.455			
1st Stage	3rd	= 705.821			
	2nd	= 703.519			
	1st	= 759.334			
PRESCHOOL	2nd	= 936.968			74%
	1st				
	2nd	= 140.684			11%
	1st				

Notes:

ABREVIATIONS: GBE = General Basic Education
UPS = Unified and Polyvalent Secondary Education
UOC = University Orientation Course
PT1 = Professional Training, First Level grado
PT2 = Professional Training, Second Level grado
SS = Specialized Schooling
GP = General Program
Ent. C. = Entrance Course

(1) The percentage surpasses 100 because legally, students over 14 years of age can stay in GBE a maximum of two additional years. The excess would have to be counted with the next higher age-groups.

Source: National Institute of Statistics. - Author's Compilation.

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consideration of their salary as a supplement or substitute within the domestic economy; and c) the provisional nature which a young woman seeks in her job in anticipation of marriage, especially in the lower levels of the labour scale.

Nevertheless, these aspects, which are considered to be typical female obstacles, have evolved and changed over the last decade, and it is an unalterable fact that women will be participating progressively more and more in the labour market and that marriage will not always be an obstacle to continuity in their jobs.

In view of the fact that the level of education reached is one of the most conspicuous factors contributing to female youth unemployment, it would seem proper to examine the percentage of young women in the classrooms, according to the enrolments for the 1978/79 academic year.

SCHOOL ENROLMENTS

1978/79 Academic Year

Level	Male Pupils	Female Pupils	Female Percentage(1)
Preschool	533,741	543,911	50.5
G.B.E.	2,863,759	2,726,655	51.2
U.P.S. and U.O.C.	476,304	523,170	52
Professional Training, 1st and 2nd	294,320	161,623	34.45
Colleges	95,673	72,979	43.3
Universities	245,274	182,489	42
Higher Technical Schools	32,688	3,689	7.4

(1) Percentage of females in the overall enrolment for each level.

It is interesting to note from this table on enrolments, that in the preschool, elementary, secondary and preparatory levels, there is no appreciable difference between male and female percentages and in some cases the female proportion is even slightly higher. Where the difference becomes most noticeable is in the 1st and 2nd levels

of professional training, which is the phase of education qualifying students for job participation at the earliest ages, thus confirming their lack of professional training as one of the contributing factors to joblessness among young women.

As far as colleges and more particularly universities are concerned, the female enrolment has increased drastically over the last decade, in a far greater proportion than male enrolment. This rate of increase leads us to speculate that within a short period of time the percentages will equalize at this level of education. In 1970, the percentage of female enrolment was 27.3% and at present it has reached 42.7%.

The table on "unemployment due to the level of education" shows the relationship between the level of education and unemployment for both men and women in 1976 and 1978.

The higher level of female unemployment compared to males with a higher level of education can be observed. And although the unemployment figures do not specify the ages, according to the levels of education we can conclude that the greater percentage of unemployment is found among young people just out of school. In the 1977/78 academic year, the total number of Spanish university graduates was 34,054, of which 19,567 were men and 14,487 women.

4. Labour policies for the disadvantaged

The establishment of employment for groups who are not fully integrated into the active population, such as the physically and mentally handicapped, people who have been working abroad and wish to return, foreign workers who come in search of a job, gypsies, refugees, etc. is a constant concern and has been the object of several different legislative measures.

The handicapped: Specific measures have been established with regard to employment, hiring and social advancement, that can be summarized as follows:

- Reservation of jobs. The law provides that firms must reserve a certain percentage of their jobs, taking into account the different branches, categories and fields of work activity, as well as the number of workers on staff.
- Rehiring preference. Workers who leave their jobs because of a loss of ability are entitled to preference in rehiring.
- Duration on staff. In case of dismissal or halt of activities, priority is given to all handicapped personnel.
- Incentives for the firms. The premiums or incentives offered to the firms who hire handicapped workers are variable and fluctuate with the economic development of the country, the agreements and the legislation established for each period of time.

The provisions of the different legislative measure, in the form of ordinances and collective agreements, regulate a set of protective measures which run from economic advantages to conversion to other jobs and improved social security benefits.

The State makes economic concessions to encourage the integration of the handicapped into the active work force, which focus on subsidies for firms (called "protected firms") and training centers ("occupational centers") as long as they meet certain conditions whose ultimate objective is to protect the handicapped with regard to their employment and training, and also direct aid to the disabled workers themselves.

Immigrants: Special emphasis is placed both on workers employed abroad and on those who as a result of economic recession in their adoptive country have to return to Spain in search of work. In addition, there are the foreigners who have chosen to work in Spain. For this purpose there is an agency called the Spanish Institute of Immigration, whose funding enables it to establish protective measures. These measures are complemented by educational and protective standards concerning the children of "returnees" who are unemployed, and who receive loans based on their wage scale, as well as preference in hiring and benefits for the hiring firm.

Certain provisions also regulate the situation of foreign workers in Spain and refugees, validating their degrees.

Gypsies: This group, whose members are almost all sedentary, is presently the object of measures taken with regard to several facets of their problems: education, employment, social integration, etc. The government, following a policy established previously, formed by Royal Decree in 1979 an Interministerial Commission to study the problems which affect the gypsy community. The Commission is composed of experts from different Departments: Education, Labour, Agriculture, etc., whose aim is to study their problems and coordinate the administrative action toward the resolution of these issues.

III. PRESENT PROBLEMS AND FUTURE PROSPECTS

1. Educational aspects

Throughout the last two decades, Spain has undertaken a considerable amount of action in favour of the extension and improvement of education at every level.

The Educational Reform of 1970 represents a significant step in the direction of internal consistency for the education system, as well as a flexible relationship with employment, based on the principles of lifelong education. However, the interpretation of the inspiring guidelines of the Reform as well as the enforcement of current legislation have undergone more than a few modifications over the years, through the initiatives of the different executive staffs appointed in the meantime. Some of the major problems which can be discerned as far as the desired relationship between education and employment is concerned, are as follows:

In General Basic Education (GBE), the pretechnological courses often do not fulfill the purpose for which they were conceived and, as a result, lack the guidance and motivation which they were meant to provide.

In Unified and Polyvalent Secondary Education (UPS) the technical/professional courses and activities (TPCA) are not yet sufficiently widespread, nor is their content as relevant as it should be to provide practical experience with theoretical knowledge, or they become transformed into a systematic specialization not provided for by the law.

During the three years of UPS and especially in the University Orientation Course (UOC), it is necessary to reinforce the educational and professional guidance services and, for this purpose, to be able to provide more complete information about the present employment opportunities and the future prospects, including the foreseeable technological changes and the ones already under way.

Professional training, which is free and compulsory at the first level, guarantees a minimum duration of education till the age of 16, thus easing the pressures of employment demand before this age, but it requires professional instruction which is more keenly aware of the actual needs of the productive sectors. It is also essential that the connections between PT1 and secondary education, which are provided for by the General Education Act be strengthened; the same is true of PT2, which should try to offer a wider range of specialties for the purpose of modernizing both industrial and agricultural production sectors, and the areas of service.

However, the most pressing need as far as professional training is concerned is the introduction of the Third Level of Professional Training (PT3) as provided for by the General Education Act, to be taught after the first cycle of university education.

A clear definition of the contents and nature of the first cycle of university education would make true lifelong education at the higher education level possible in Spain, while at the same time duly elevating the Colleges.

Another of the serious deficiencies of the Spanish education system is the lack of professional recycling courses, which should be generally instituted in all professional fields, both within and outside the university. Along these lines, it would also be useful to advance the number and the specialties of postgraduate schools. The increasing number of graduates, with the subsequent negative effect on their employment possibilities by virtue of their number, plus the accompanying labour circumstances also affect the traditionally exaggerated job expectations. High aspirations with regard to levels of income as well as responsibility are the result of the excessive store placed on academic degrees in Spanish society. Higher education should begin freely admitting training and qualification courses which only award attendance certificates, so that knowledge and skill will find a place in the working world alongside mere academic degrees. The different kinds of correspondence schools and open university can also contribute to this effect. However, the requirement for an academic degree should continue to be essential for teaching assignements.

In short, education institutions in Spain are in great need of competent professional and educational guidance, which is in close relation with employment and the world of work.

2. Economic/labour aspects

The relationship between education and employment in Spain is actually suffering under a combination of adverse factors, despite the numerous legal and practical measures which have been adopted, with a greater or lesser degree of success, in an attempt to solve or at least alleviate the existing problems. Such adverse factors can be attributed to both the educational and work sectors, though admittedly the primary cause of the increasing discord between education and employment is the economic crisis which is being felt in so many countries, and in particular in Spain. This crisis is due partly to the rising cost of energy and to its consequent inflactionary effects and the recession of productive investment, whose situation not only does not appear to be improving, but rather would seem to be bound to deteriorate, at least for this decade. This decline in national, indeed in world economy coincides with the crisis of financial systems, and above all, with a progressive drop in productivity while the social demands continue their upward ascent in a society which is reluctant to make any sacrifices. External competitivity declines as a result and exportations lose their former proportions. The lack of newly created jobs together with an unemployment rate approaching 10% of the active population makes the absorption of the simple vegetative growth of the active Spanish population out of the question, in spite of the fact that the historic rate of demographic growth is considerably decreasing. Furthermore, the Spanish immigrants working in Europe are finding themselves increasingly forced to return to Spain because of a lack of work, often only to join the ranks of the unemployed.

By mid-1980 there will be over 1,200,000 unemployed, adding those who are out of work and those who are seeking their first job. This figure will be progressively altered by women, who more and more hopes to find a job which would provide them

economic independence or contribute to the support of their families. Among the young people looking for their first job which increasingly includes the mentally and physically handicapped who can be integrated into society, the worse off are not the university graduates, though they are numerous (28,600) and are usually the object of public attention. In spite of their difficulties, having to wait two to three years to find their first job nowadays, the great number of young people without a university education in the cities and rural areas raise a problem of which we hear little about (563,008).

3. Future prospects

Unfortunately, employment opportunities will probably not only continue to be scarce, but the employment situation is likely to deteriorate even further over the coming years because of the critical situation of the economic development in Spain and abroad previously mentioned. Meanwhile, the dynamics of social demand and the appreciation of the entire population for the cultural benefits they receive through the education system will encourage the establishment of even higher education levels than those already attained by the Spanish population. This will be coupled with the already numerous and profound technological changes now foreseeable, both with the material advantages and potential new jobs they will bring about, and above all with the consequent reduction in the number of traditional jobs due especially to the industrial revolution motivated by the microprocessor. In some fields the productivity will improve with new technology, while labour productivity will probably continue to decline. In view of this situation, everything would appear to indicate that productive employment will become a highly prized asset which will be subject to a sort of "distributive justice" of a social nature, possible by reducing the regular work schedules and encouraging non-remunerative occupations of community services. In this process everything would seem to suggest the creation of new jobs or productive activities in fields of service (information and culture) and the necessarily "free"-time activities or occupations oriented towards culture, sports, home improvement,

etc. But it will be necessary to promote or motivate a new enterprising spirit to create wealth (small industry, cooperatives, etc.) as well as to channel a healthy migration of people with an adequate professional level to countries with greater natural resources than our own and a sufficient allowance of material development.

A more efficient relationship between education and employment in Spain needs to have much more complete inventories than those presently available on the nation's employment structure, its development and prospects in relation to the different variables which take part in it. What is especially needed is professional profiles or real requirements for currently available and foreseeable future jobs, without relying solely on educational requirements fo fill out the conditions which the person must meet, as well as the working conditions and incentives that these jobs offer.

Considering all of the above-stated, the relationship between education and employment in Spain is not likely to be easy in the coming years, and the outcome will depend to a great degree on the effects of the integration of Spain to the European Community, as well as the development of its relations with other geopolitical and economic regions with which Spain has close ties. In addition, a great internal effort is urgently needed to improve productivity, increase savings and stimulate research and ingenuity, in a spirit of competitive modernization and unified participation with other countries in the adequate management of natural resources and within a new international order.

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